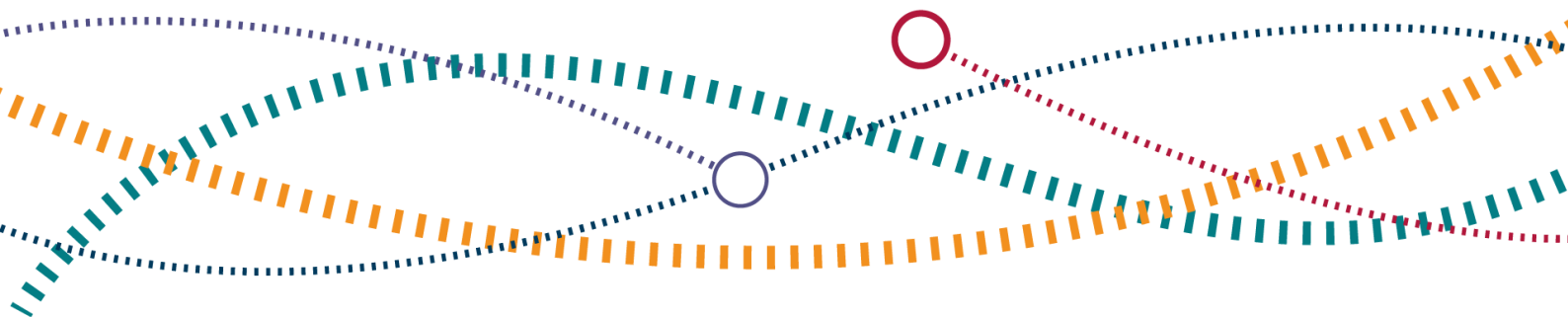




CP7 passenger train performance reset

Final targets for 2026 to 2029

11 December 2025



Contents

Executive summary	3
1. Introduction	7
2. Context for resetting performance targets	9
3. Final targets for 2026 to 2029	15
Annex A - Description of success and supporting measures	27
Annex B - Final targets	30
Annex C - Conversion from On Time to Time to 3	44
Annex D - East Coast Main Line (ECML) industry roundtable meeting	45

Executive summary

The performance of Great Britain's railways is a priority for passengers and freight users, who want reliable and punctual services. A railway that works well also supports the economy – keeping people connected to jobs, keeping goods moving as well as supporting leisure and tourism.

In the [2023 periodic review \(PR23\)](#) we set Network Rail train performance targets for the first two years of control period 7 (CP7) - April 2024 to March 2026 - and indicative targets for the final three years of the control period. We committed to reset the measures and targets that would apply after the second year (i.e. from 1 April 2026), to reflect uncertainties with setting five-year targets for whole industry measures of performance.

We have now finalised the targets for years 3 to 5 of CP7, and from 1 April 2026 we will hold Network Rail to account against them.

Improving punctuality and reliability of the railway is a whole industry challenge and no single party can deliver good punctuality and reliability in isolation. The [UK Government's plans to reform the railway](#), including the creation of Great British Railways (GBR), are in significant part aimed at improving train performance. We are committed to supporting rail reform and to changing the way we work, as industry changes, in ways that support governments' objectives for the railway.

Context

We recognise that Network Rail continues to face financial pressures around the largely fixed funding envelope for CP7, with some anticipated decline in asset condition alongside increasing demands on the network. There is further uncertainty to be managed in areas including future inflation, changing weather patterns and train operator contributions to whole industry performance.

Last year, cancellations in England & Wales were at a historic high and challenges to the infrastructure (from external events and the condition of assets) and train operators (such as traincrew availability and rolling stock issues) also affected the punctuality of services.

The final targets represent one part of a foundation for future improvement, as Network Rail and train operators work increasingly closely together and as GBR is created. Given recent challenges with train performance, it is imperative that the industry fully capitalises on the opportunities presented by the closer working of track and train – both

ahead of and during rail reform – to maximise performance benefits in the interests of passengers, users and funders.

Final passenger train performance targets

Our aim with the train performance reset is to set ‘ambitious yet realistic’ targets in England and Wales, as required by the terms of the [UK Government’s high-level output specification](#) (HLOS). We have also carefully weighed our statutory duties when making our decisions on the final targets.

We are setting targets that broadly hold punctuality at current levels and reduce cancellations compared to year 1 of CP7.

We acknowledge the work that Network Rail has undertaken in developing its latest plans in collaboration with industry. Following our consultation over the summer, we have completed a detailed assessment of the evidence underpinning Network Rail’s forecasts – supported by [analysis from the Independent Reporter](#) (Jacobs – jointly commissioned with Network Rail). In addition, we have carefully reviewed [industry responses to our consultation](#) and further engaged with industry parties and the Department for Transport (DfT), on the key issues.

We conclude that Network Rail’s forecasts are suitably ‘ambitious yet realistic’ for punctuality and reliability for four out of five of the company’s regions and have accepted these as targets.

However, for the Eastern region there is significant timetable change taking place for the East Coast Main Line (ECML) which is scheduled to launch on 14 December 2025. This timetable change will provide additional services for passengers and faster journey times, but to deliver these benefits there is recognition across industry that service punctuality is likely to worsen. Network Rail has worked extensively with industry partners to manage the smooth introduction of the timetable which we welcome. Due to the complexity of this timetable change, there remains significant uncertainty across industry regarding the magnitude and duration of the initial and long-term impacts on Eastern region punctuality, an area where we also received differing views in response to our consultation.

Our assessment of the evidence of the initial performance impact from the ECML timetable change is different from Network Rail’s, and we have therefore set a higher target for punctuality for the Eastern region (specifically Network Rail’s Eastern Time to 3 target) and reduced the Network Rail delay minutes per 1,000 miles train travel forecasts for years 3 and 4 of CP7. We have made no adjustment to the Cancellations

forecasts for the Eastern region. We expand on our assessment in Chapter 3, and the final regional and national targets are set out in Annex B.

Recognising the uncertainty in setting train performance targets, Network Rail is always able to review the evidence following the introduction of the timetable and can request an adjustment to its performance targets in line with our [PR23 final determination: policy position on managing change](#).

The Scotland train performance measure is the primary punctuality measure for monitoring and holding Network Rail Scotland to account. As a specific requirement in the [Scottish Ministers' HLOS](#) this is not in scope for the reset and there is no change from the 92.5% target set for each year of the control period. We are also making no changes to Network Rail's proposed Scotland Cancellations and Network Rail delay forecasts, which remain consistent with our [PR23 final determination](#) and [Network Rail's CP7 delivery plan](#) respectively.

We will continue to proactively hold the company to account against its new train performance targets. We have an established approach to monitoring and reporting and, if needed, escalation - as described in our [PR23 final determination: policy position on holding to account](#). Where necessary, we will take appropriate action to drive improvement – either through early intervention, as we have with the Eastern region, or by formal investigation, as we did last year for the Wales & Western region.

The final targets for the remainder of CP7 are shown in Tables 1, 2 and 3 in **bold**.

Table 1 Punctuality (Time to 3)

Area	Actual 2023 to 2024 (CP6 exit)	Actual 2024 to 2025 (year 1)	Network Rail forecast 2025 to 2026 (year 2)	Final target 2026 to 2027 (year 3)	Final target 2027 to 2028 (year 4)	Final target 2028 to 2029 (year 5)
England & Wales	84.2%	83.8%	83.7%	83.3%	83.6%	83.9%

Table 2 Cancellations (by train services)

Area	Actual 2023 to 2024 (CP6 exit)	Actual 2024 to 2025 (year 1)	Network Rail forecast 2025 to 2026 (year 2)	Final target 2026 to 2027 (year 3)	Final target 2027 to 2028 (year 4)	Final target 2028 to 2029 (year 5)
Great Britain	3.8%	4.1%	3.8%	3.8%	3.7%	3.7%
England & Wales	3.9%	4.3%	4.0%	3.9%	3.8%	3.8%
Scotland	2.5%	2.2%	2.3%	2.3%	2.3%	2.3%

Table 3 Network Rail delay minutes per 1,000 miles train travel

Area	Actual 2023 to 2024 (CP6 exit)	Actual 2024 to 2025 (year 1)	Network Rail forecast 2025 to 2026 (year 2)	Final target 2026 to 2027 (year 3)	Final target 2027 to 2028 (year 4)	Draft target 2028 to 2029 (year 5)
Great Britain	33.2	32.3	32.8	33.6	32.7	32.2
England & Wales	34.6	33.9	34.5	35.4	34.6	34.1
Scotland	21.4	17.7	17.0	16.5	14.8	14.8

Next steps

Improving train performance for passengers is a priority and it is vital that Network Rail continues to work with train operators to ensure that cancellations are reduced and that punctuality is maintained for users of the network.

The final stage of implementing the CP7 performance reset is the recalibration of the financial incentive regime (Schedule 8 of train operator contracts with Network Rail). The updated targets for Network Rail for years 3 to 5 of CP7 set out in this document will form the basis of Network Rail's Schedule 8 benchmarks. These benchmarks, and other parameters such as payment rates, are in the process of being finalised with the industry. All relevant parameters will be implemented in track access contracts ahead of the start of year 3 of CP7 on 1 April 2026.

1. Introduction

- 1.1 In our [PR23 final determination](#), we committed to reset passenger train performance measures and targets, and recalibrate train performance financial incentives, for years 3 to 5 of control period 7 (CP7).
- 1.2 The decision to reset was in recognition of the specific circumstances that existed at that time which made it challenging to set whole industry expectations for performance over the duration of this five-year control period. These challenges included differences in business planning and funding cycles between Network Rail and publicly contracted train operators, together with uncertainty around the impact of external factors, such as future changes in passenger demand.
- 1.3 The reset is not a wider re-opener of the periodic review. It only applies to passenger train performance and does not apply to:
- (a) the Scotland train performance measure or targets (92.5% for each year of CP7) specified in the [Scottish Ministers' High Level Output Specification](#) (HLOS). This measure remains our primary focus for monitoring and holding Network Rail Scotland to account on passenger train performance;
 - (b) freight train performance or other outcome measures in our final determination; or
 - (c) the Performance Improvement and Innovation Fund (£40 million) and Scotland Targeted Performance Fund (£50 million) which we set out in our [PR23 final determination: supporting document – sustainable and efficient costs](#).
- 1.4 As well as the resetting of targets which we are concluding in this document, our reset work also covers our review of passenger train performance measures (completed in December 2024) and recalibration of financial incentives, with the new recalibrated parameters to take effect from 1 April 2026.
- 1.5 The measures we will use in CP7 years 3 to 5 to monitor and hold Network Rail to account are summarised in Table 1.1. The main changes we have made are to replace On Time with Time to 3 as the whole industry punctuality success measure for England & Wales and promoting Network Rail delay minutes per 1,000 miles train travel to a success measure. Our passenger train performance

success measures in CP7 years 3 to 5 provide a balance across the three key train performance factors of punctuality, reliability and delay.

Table 1.1 Passenger train performance: CP7 (years 3 to 5) outcomes framework

Tier	Measure
1: Success measures	• Time to 3 (England & Wales only) • Cancellations (by train services) • Scotland train performance measure (Scotland only) • Network Rail delay minutes per 1,000 miles train travel
2: Supporting measures	• On Time • Time to 3 (Scotland only) • Time to 15 • Cancellations (by stations) • Average Passenger Lateness

2. Context for resetting performance targets

- 2.1 Improving reliability and ensuring punctuality of the railway is a top priority, and this is a whole industry challenge. When setting targets, it is important to consider current and historical performance trends and known factors affecting future outcomes.

Current and historical performance

- 2.2 As a trend, passenger cancellations have gradually increased for several years to just over four percent in the most recent complete year. The outlier to this is Scotland, which has managed to reduce cancellations to nearer two percent – which is closer to historic levels.
- 2.3 The greatest variance in cancellations has most recently been caused by train operators, with traincrew and fleet issues a key contributing factor. However, Network Rail has a key role to play in improving cancellations with asset reliability, system operation and external factors, such as trespass, still being an important contributor to the unreliability of passenger services.
- 2.4 Punctuality in Great Britain, measured using Time to 3, has worsened since its COVID-19 pandemic peak of 92.8% at the end of year 2 of control period 6 (CP6) to 84.3% at the end of control period 7 (CP7) year 1. Performance was artificially high due to low passenger and service levels during the COVID-19 pandemic. Recent performance has returned closer to the average seen in the five years before the pandemic. Wales & Western and North West & Central regions met their respective punctuality targets for year 1 of CP7, with Eastern and Southern missing theirs.
- 2.5 The above trends in punctuality and reliability are shown in Figures 2.1 and 2.2.

Figure 2.1 Quarterly Passenger journeys and Cancellations MAA indexed (100 = 2015), Great Britain, April 2015 to March 2025

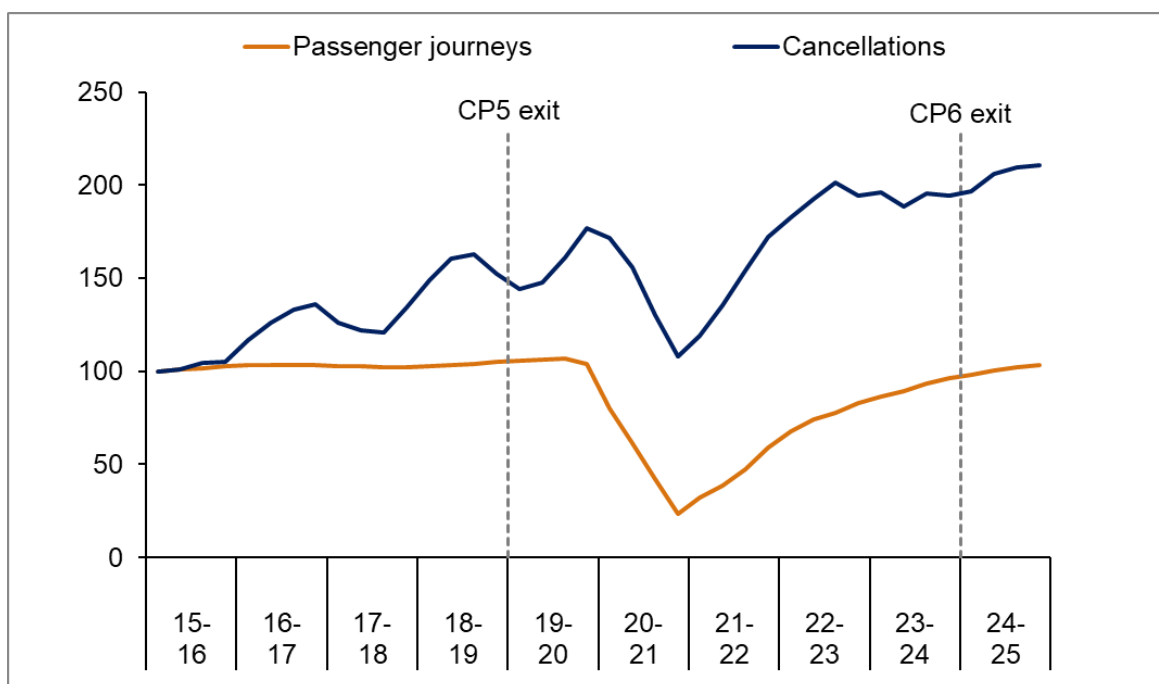
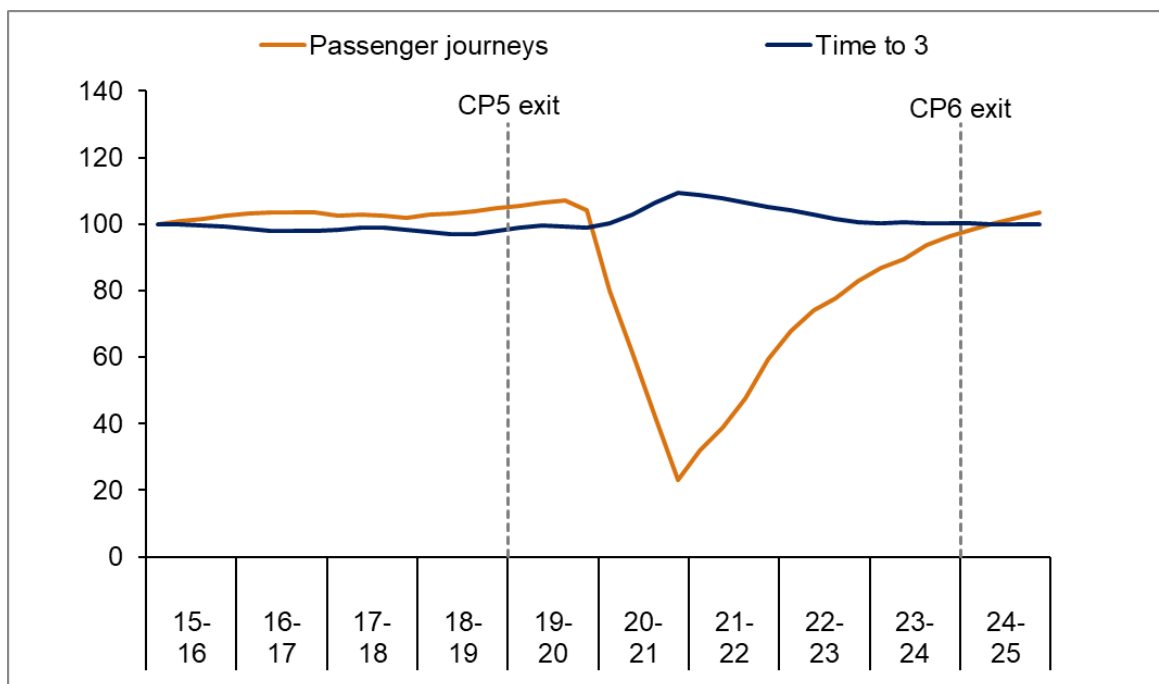


Figure 2.2 Quarterly Passenger journeys and Time to 3 MAA indexed (100 = 2015), Great Britain, April 2015 to March 2025



2.6 There is a relationship between passenger numbers and passenger train performance, which is clearly demonstrated in the above charts during the height of the pandemic between 2020 and 2021. Adverse weather conditions in

some years have also had a negative impact on performance, as well as major engineering works and timetable changes.

- 2.7 We have an established approach to monitoring and reporting and, if needed, escalation. This is described in our [PR23 final determination: policy position on holding to account](#). We take appropriate action to drive improvement where necessary, as described in the Wales & Western and Eastern examples below.

Improving punctuality in Wales & Western

- 2.8 Punctuality has improved in Wales & Western, with the region meeting its CP7 year 1 target, signifying a turnaround in performance.
- 2.9 This follows an enforcement order issued by ORR in July 2024, following a formal investigation, requiring Network Rail to develop and implement a better performance improvement plan. The region responded constructively, producing a robust, evidence-based and comprehensive plan, which we accepted.
- 2.10 The region is making good progress in delivering its plan, and there have been notable recent improvements in performance outcomes.

Eastern improvement plan

- 2.11 In October 2024, we wrote to Network Rail requesting that it review and refresh its performance improvement plan following a continued decline in whole industry train punctuality and reliability. It acknowledged the request and upgraded its regional plan. We confirmed in May 2025 that we were content that the key areas were addressed and considered the plan to be credible. We are closely monitoring Eastern's delivery against its plan in year 2 of CP7, and recognise progress being made across many of its routes (though not in the overall regional punctuality outcome measure for the region).
- 2.12 The East Coast Main Line (ECML) December 2025 timetable change (launching on 14 December) presents a widely acknowledged risk to punctuality for the remainder of CP7. We have examined this closely in our assessment of Network Rail's updated forecasts, as outlined later in this document, and will hold the company to account to ensure it takes reasonable steps to mitigate the impact on end-users.

Factors impacting future performance

- 2.13 The funding available for CP7 reflected wider fiscal conditions at the time of the PR23 final determination and was constrained relative to the needs of the asset renewal cycle. This meant that Network Rail planned to conduct fewer renewals, with more refurbishment, life-extending repairs and maintenance in comparison to CP6.
- 2.14 While asset renewals delivery was good in the first year of CP7, Network Rail's plan for renewals in the remainder of CP7 is changing, as it continues to operate in a financially challenging environment. It is now planning fewer renewals across the control period compared to its initial [CP7 delivery plan](#). This planned reduction risks additional deterioration of its assets which may lead to more service affecting asset failures and therefore disruption to train services. Delivering a reliable and punctual train service could be more difficult in the medium to long-term without significant investment.
- 2.15 There is further uncertainty to be managed arising from areas including inflation, changing weather patterns and train operator contributions to whole industry performance.
- 2.16 A significant part of our monitoring of Network Rail and industry engagement for this control period is focused on these and other key risks. If these risks are not effectively managed now, this could result in a deterioration of train service punctuality and reliability in the latter part of the control period. This would make delivery very challenging for Great British Railways (GBR).
- 2.17 The final targets in this document represent one part of the foundation for future improvement as Network Rail and train operators work increasingly closely together and as GBR is created. Looking beyond CP7 to the next funding period, by which time GBR is expected to be operational, it is imperative that the industry fully capitalises on the opportunities presented by rail reform to maximise performance benefits in the interests of passengers, users and funders.
- 2.18 Greater integration of train operations and infrastructure management is being introduced ahead of GBR through new integrated railways, starting with the train operators Southeastern and South Western Railway and respective Network Rail routes. These arrangements are expected to deliver benefits for passengers, including improved train performance. However, the integrated plans were not fully developed when Network Rail prepared its performance

forecasts for the CP7 train performance reset and Network Rail has not assumed any specific benefits will accrue in this control period.

- 2.19 Ahead of GBR, the industry is focusing on opportunities to improve the base operating plan by resolving traincrew issues and delivering changes to the timetable to support improved resilience. Some benefits will emerge in this control period, but more can be achieved as the structure of the industry changes through reform. We expect to see greater benefits in future control periods.

Challenges in setting future performance targets

- 2.20 Setting long-term train performance targets is challenging and history shows that the industry has often adopted an overly optimistic approach. Setting targets beyond an ‘ambitious yet realistic’ level has implications for the funds available and for the long-term sustainability of the network. This is because funding is largely fixed for the remainder of the control period and poor performance means Network Rail pays train operators under the financial incentive regime of Schedule 8 in track access contracts. However, setting Network Rail targets that would be too easily outperformed does not deliver the best outcome for passengers and taxpayers, and also exposes train operators to financial payments. Therefore, taking an evidence-led approach and involving as many stakeholders as possible in our final decisions has been essential.

Holding to account

- 2.21 We will continue to hold Network Rail to account against its delivery in line with our holding to account policy. Where necessary, we will take appropriate action to drive improvement as described previously.
- 2.22 We use a variety of tools to monitor Network Rail’s delivery of train performance. These include monitoring performance against our success measure targets (as set in this document) and a range of existing industry measures, improvement plans and regular data analysis. This is supported by regular engagement with Network Rail regions, the System Operator (SO) and other industry stakeholders including train operators.

Managing further change

- 2.23 During CP7 there is a robust change control process to facilitate potential changes to the targets in the CP7 outcomes framework if there is an unforeseen

and material change in circumstances. More information on this can be found in our [PR23 final determination: policy position on managing change](#). In Chapter 3 we discuss the managing change policy in the context of the Eastern region targets and ECML timetable change.

3. Final targets for 2026 to 2029

Consultation proposals

- 3.1 In our July 2025 [consultation on targets](#), we acknowledged the work Network Rail had undertaken in developing its [initial train performance plans](#) in collaboration with industry which were submitted to us in May 2025.
- 3.2 Network Rail had based its proposed targets on its own improvements (as well as those of train operators) that were fully identified, funded and planned. It also considered known risks. We considered its forecasts, which held punctuality steady and reduced cancellations nationally by year 5 of CP7, were a credible basis for consultation.
- 3.3 We acknowledged the ongoing challenge of external factors and weather delay, not wholly within Network Rail's control, and which were largely factored into plans appropriately.
- 3.4 We also recognised plans would continue to evolve, and there were aspects of the plans (in certain regions) which we expected the company to review before providing its updated forecasts to us in September 2025 such as:
- specific improvements to Network Rail's internal performance modelling;
 - alignment with performance improvement plans (including joint plans with train operators); and
 - the forecast initial dip in punctuality (described as a 'bathtub curve' due to how the trendline appears on a chart of performance against time) stemming from the East Coast Main Line (ECML) December 2025 timetable change.

Summary of stakeholder views

Draft targets consultation

- 3.5 There were 22 [responses to the targets consultation](#). There were 16 responses received from train operators, which were a mix of DFT Operator (DFTO) DfT contracted, open access and Transport for London concession operators. There were also responses from Transport Scotland, two passenger groups (London

TravelWatch and Transport Focus) and three other stakeholders (Heathrow Airport, Transport for Greater Manchester and RMT).

- 3.6 DFTO train operators were broadly supportive of the target levels included in the consultation. Most other respondents, including the majority of train operators, considered that the targets were cautious and should be more ambitious. Transport Scotland did not provide a view on the forecasts but sought assurance that our decisions would not impact train performance in Scotland.

East Coast Main Line (ECML) timetable change

- 3.7 Train operators on the East Coast Main Line, particularly open access operators, raised concerns through the consultation that the Eastern performance forecasts related to the December 2025 timetable change lacked ambition. Concern also stemmed from exposure to Schedule 8 payments.
- 3.8 Due to the scale of opposition to Network Rail's Eastern forecasts, we convened a senior level ECML roundtable to test the divergent views on the performance forecasts for the region. The roundtable provided useful further insight to stakeholder differences, although Network Rail and open access operators mainly reiterated the positions in their consultation responses with more context/explanation. In Annex D we provide more information on the roundtable.

DfT view on train operator contribution to targets

- 3.9 As with the draft targets, we also sought views from DfT on our whole system targets given its role in promoting strong performance from train operators. Whilst setting out broad support for Network Rail's updated forecasts, DfT's letter to us welcomed further scrutiny from ORR on the Eastern region, particularly regarding the impact of the ECML timetable change and the deterioration in punctuality between draft and final plans.
- 3.10 DfT stated that, for previous case studies that Network Rail set out as supportive evidence for the 'bathtub curve', the initial impacts on performance were due to challenges unrelated to the timetable changes themselves. As such, DfT did not consider it appropriate to forecast a drop in punctuality performance over and above the expected longer-term impact of the timetable change.

Final targets

Approach to setting targets

- 3.11 Overall, the [final train performance plans](#) that Network Rail submitted to us in September 2025 met the updated guidance we shared with the company ahead of submission. As part of its plans, Network Rail included national and regional forecasts for Cancellations (by train services), Time to 3 and Network Rail delay minutes per 1,000 miles train travel (Network Rail delay) for years 3 to 5 of CP7 alongside the underlying assumptions.
- 3.12 As part of our assessment of Network Rail's plans and forecasts, we have looked at a range of evidence. We have:
- scrutinised Network Rail's passenger train performance plans;
 - jointly (with Network Rail) appointed an Independent Reporter (Jacobs) to examine Network Rail's forecasts in greater detail, including its [review of assumptions, models, outputs and evidence included in consultation responses](#);
 - analysed consultation responses;
 - held challenge sessions, including with the Network Rail regions, to help understand the reasoning behind its forecasts;
 - run several additional sessions with Network Rail to better understand the train performance impact of the ECML timetable change;
 - convened an ECML industry roundtable meeting to better understand the different views of stakeholders regarding the impact of the December 2025 timetable change on train performance;
 - analysed current performance (including changes since we set targets in PR23), Network Rail's existing improvement plans, forecasts for CP7 year 2 exit, and historic data and trends; and
 - engaged with DfT on the train operator element of Network Rail's forecasts for whole system measures and engaged Transport Scotland on Network Rail's forecasts.

Overall assessment of Network Rail's plans

- 3.13 Network Rail has updated its forecasts in response to the consultation, addressing the areas that we (supported by the Independent Reporter) identified for review and considering its latest view on performance. This has resulted in minor changes to its Great Britain level forecasts for the end of CP7.
- 3.14 The Independent Reporter highlighted two regions (other than Eastern) with forecasts potentially less than 'ambitious yet realistic', North West & Central and Southern. Following engagement with Network Rail and the Independent Reporter, we are satisfied the balance towards realistic is either slight and/or would not materially affect the performance forecasts. We do not consider any divergence sufficient to make adjustments to Network Rail's forecasts for North West & Central and Southern regions.
- 3.15 Wales & Western and Southern's most recent forecasts for punctuality have declined very slightly since Network Rail's May 2025 submission. For Time to 3 this affects year 4 of CP7 only (by 0.2pp and 0.1pp respectively). Only Wales & Western forecast a small deterioration in Network Rail Delay compared to the May forecast (an average increase of 0.4 minutes over the three years). We consider these changes are reasonable as they are due to correction of a calculation error and updated assumptions regarding passenger demand and timetable enhancements.
- 3.16 Overall, for North West & Central, Southern and Wales & Western, final year targets (i.e. year 5 of CP7) for punctuality and cancellations are the same or better than the May forecasts.
- 3.17 Network Rail's Eastern region forecasts for Time to 3 and Network Rail delay in year 3 have substantially worsened since its previous submission. This is caused by:
- (a) the decline in the forecast performance for year 2 when compared to current targets; and
 - (b) a change in Network Rail's methodology to forecasting the impact of the ECML timetable change, in response to the Independent Reporter's recommendations.
- 3.18 For Scotland, there remains no change to the Scotland train performance measure which is outside the scope of the reset. The forecasts for Cancellations and Network Rail delay did not change between Network Rail

submissions and delay forecasts remain aligned with targets for the Scotland train performance measure and the forecasts in the CP7 delivery plan.

- 3.19 Our final targets are in line with Network Rail's September forecasts for all regions except Eastern. For Eastern, we recognise the uncertainty in setting targets due to the scale and complexity of the upcoming December 2025 timetable change. However, our assessment of the evidence has led us to make adjustments in year 3 and year 4 for Time to 3 and Network Rail delay; supported by the findings of the Independent Reporter. For the avoidance of doubt, we have not adjusted the target for Cancellations in Eastern away from Network Rail's updated forecasts.
- 3.20 More details on final targets for each success measure for years 3 to 5 of CP7, including our adjustments for Eastern, are described later in this chapter. The full five-year final targets for each Network Rail region are set out in Annex B.

Network Rail proposed approach for the Eastern region

- 3.21 Network Rail proposed an approach to managing the uncertainty of the ECML timetable change. The specifics of this were provided to ORR on 19 November 2025. The proposal involved setting Network Rail's latest Eastern forecasts as regulatory targets, and Network Rail committing to bring forward a [managing change](#) request in September 2026 if at that point its Time to 3 forecasts for the timetable change impact had changed materially (by more than 0.5 percentage points in either direction). Network Rail would offer train operators commercial protection against Schedule 8 risk beyond any provisions in track access contracts until the date of implementing any recalibration of Schedule 8.
- 3.22 After carefully weighing this proposal in the context of our aim to set 'ambitious yet realistic' targets and deliver on our duties, we decided not to proceed with it because:
- (a) it did not align with our assessment of the evidence, or that of the Independent Reporter, on the likely depth and duration of reduced punctuality from the timetable change (see the following section on our assessment of Network Rail's Time to 3 forecasts for further detail);
 - (b) although Network Rail had engaged with train operators, they had not had sight of the specifics of Network Rail's proposal or been provided an opportunity to make representations to ORR on it due to the timescales;
 - (c) although Network Rail's approach would be made under our managing change policy, it pushed the limits of that policy (notably that exercise of

the policy should be restricted to unforeseen circumstances, outside of Network Rail's control); and

- (d) it anticipated that Network Rail and train operators would agree commercial 'overlays' to relevant track access contracts (overlays are not approved amendments to track access contracts and ORR cannot direct their terms or direct parties to enter into them).

3.23 However, we recognise that the complexity of the ECML timetable change means that any assessment of the likely outcomes includes significant uncertainty. This is an area where we received differing views in response to our consultation.

3.24 If there is a material and unforeseen change in circumstances after the new timetable is introduced, Network Rail is always able to review the evidence and, under the managing change policy, request an adjustment to its performance targets.

Time to 3

3.25 Time to 3 performance has been mixed in the first year of CP7. Whilst North West & Central and Wales & Western regions have outperformed their targets for year 1, Eastern and Southern ended the year below (worse) than their targets.

3.26 Network Rail provided regional Time to 3 forecasts for the last three years of CP7. Network Rail's forecasts were produced for England & Wales using bottom-up forecasts from Network Rail regions, taking into account performance improvement schemes and risks.

3.27 Network Rail updated its Time to 3 forecasts, responding to the areas that we (supported by the Independent Reporter) identified for review and considering its latest view on performance. This has resulted in minor changes to its England & Wales level forecasts for the end of CP7 as discussed earlier in this chapter.

3.28 However, as noted previously, Network Rail's Eastern region forecast for punctuality in year 3 has substantially worsened since its previous submission. This is caused by:

- (a) the decline in the forecast performance for year 2 when compared to the previous submission; and

- (b) a change in Network Rail's methodology to forecasting the impact of the ECML timetable change, in response to the Independent Reporter's recommendations.
- 3.29 Whilst the ECML timetable change will provide additional services for passengers and faster journey times, it is also expected to worsen punctuality. Network Rail considers this to be the single biggest downward pressure in its forecasts.
- 3.30 Network Rail has forecast two elements for the impact of the ECML timetable change on punctuality/delay:
 - (a) a long-term performance impact (1.5pp reduction in the Eastern region's Time to 3 performance for each year until the end of CP7); and
 - (b) a 'bathtub curve' effect, the initial temporary impact on performance whilst the timetable change beds in (3.2pp reduction in year 3 and 1.9pp reduction in year 4 in the Eastern region's Time to 3 performance) – this is in addition to the long-term performance impact.
- 3.31 In relation to the long-term impact, we consider (supported by the Independent Reporter) that Network Rail's forecast is 'ambitious yet realistic'. Based on performance modelling, it is widely accepted by the industry and DfT that punctuality/delay in the long-term will worsen due to the increased number of services and new specification.
- 3.32 In relation to the short-term 'bathtub curve' effect, we broadly agree with Network Rail's methodology. However, our assessment of the evidence has resulted in a different expected outcome.
- 3.33 We consider that the 'bathtub curve' forecast by Network Rail to be too deep and too long in duration. This is supported by the Independent Reporter's assessment. Therefore, we have made an evidence-based adjustment to the 'bathtub curve' (reducing its depth and its duration) to finalise the Time to 3 targets for Eastern and England & Wales. The adjustments made to the Eastern region Time to 3 forecast are shown in Table 3.1.

Table 3.1 Adjustments to the Eastern region Time to 3 forecast

Eastern region	Time to 3 MAA year 3	Time to 3 MAA year 4	Time to 3 MAA year 5
Network Rail September forecast	80.6%	82.0%	84.4%
ORR adjustment	+2.2pp	+1.9pp	0.0pp
ORR adjusted target	82.8%	83.9%	84.4%

3.34 Network Rail adopted an approach that averaged the effects of selected historical timetable changes. Our reasons for adjustments to the depth of the ‘bathtub curve’, based on the same sample of timetable changes, include:

- (a) wider performance events (not directly related to the timetable changes in the calculations) affected the regions – such as rolling stock reliability issues affecting Eastern, industrial relations issues affecting all regions, and the temporary effects of rebuilding London Bridge station and other infrastructure through the Thameslink programme, which negatively impacted performance primarily in Southern;
- (b) Network Rail’s methodology did not consider that the sampled timetable changes would likely also have resulted in a long-term change in baseline performance, therefore the depth of the ‘bathtub curve’ compared to a new baseline was not considered; and
- (c) one of the timetable changes started on a different date to Network Rail’s modelled start, which means the value included in the Network Rail’s calculation was too high.

3.35 Our reasons for adjusting the duration of the ‘bathtub curve’ are:

- (a) we have taken a different view from Network Rail of the evidence for when those timetable changes (used in the analysis) reach a steady state;
- (b) we consider there is supporting evidence from other timetable changes (not included in the Network Rail calculations) of a shorter or no ‘bathtub curve’. The Independent Reporter specifically highlighted examples such as Chiltern and West Midlands Trains, both in May 2023; and
- (c) all but one of the timetable changes included in the Network Rail analysis took place before the Industry Project Management Office was established

to provide better readiness for timetable changes (in response to the [review of the May 2018 timetable change](#) by the ORR and Inquiry Chair, Professor Glaister).

- 3.36 Overall, the final targets for Time to 3 are in line with Network Rail's September forecasts for all regions, other than Eastern.
- 3.37 The final Time to 3 target for the end of CP7 for England & Wales is 83.9%, a small improvement on the year 1 outturn (of 83.8%). The final targets for years 3 to 5 of CP7 for each region are detailed in Table 3.2.

Table 3.2 Time to 3 by region and year

Region	Actual 2023 to 2024 (CP6 exit)	Actual 2024 to 2025 (year 1)	Network Rail forecast 2025 to 2026 (year 2)	Final target 2026 to 2027 (year 3)	Final target 2027 to 2028 (year 4)	Final target 2028 to 2029 (year 5)
Eastern	85.7%	85.0%	84.5%	82.8%	83.9%	84.4%
North West & Central	82.7%	82.5%	82.5%	82.4%	82.5%	82.5%
Southern	86.2%	85.2%	85.1%	85.4%	85.1%	85.4%
Wales & Western	76.1%	78.6%	79.1%	79.5%	79.7%	80.0%
England & Wales	84.2%	83.8%	83.7%	83.3%	83.6%	83.9%

Cancellations (by train services)

- 3.38 All regions in England & Wales ended the first year of CP7 above (worse) than their targets for Cancellations. Scotland met its Cancellations target for year 1 of CP7.
- 3.39 Forecasts were produced by Network Rail regions through the identification of performance improvement schemes and risks and using these to inform regional plans. These inputs were used in Network Rail's model to calculate the forecasts.
- 3.40 The national outcome by the end of CP7 is an improvement on the year 1 outturn, and improvements are forecast - relative to the year 1 outturn - for all

regions except for Scotland. However, Cancellations in Scotland in year 1 were better than target.

- 3.41 In the Eastern region, unlike with Time to 3 and Network Rail delay, Network Rail has not assumed any incremental deterioration in Cancellations performance from the ECML timetable change.
- 3.42 The updated forecast for Cancellations across Great Britain at the end of CP7 is 3.7%, which represents an overall improvement from Network Rail's May submission of 3.8%. The primary driver behind the projected reduction in Cancellations in Network Rail forecasts is the assumed decrease in traincrew related issues.
- 3.43 Overall, based on the evidence available, we consider Network Rail's regions' updated forecasts are 'ambitious yet realistic' for this control period. In addition, no changes are proposed to Scotland Cancellations because the Network Rail's updated forecast continues to meet the requirements established in the PR23 final determination (there was also no change from the May to September submission).
- 3.44 Our final targets for years 3 to 5 of CP7 for each region are detailed in Table 3.3.

Table 3.3 Cancellations (by train services) by region and year

Region	Actual 2023 to 2024 (CP6 exit)	Actual 2024 to 2025 (year 1)	Network Rail forecast 2025 to 2026 (year 2)	Final target 2026 to 2027 (year 3)	Final target 2027 to 2028 (year 4)	Final target 2028 to 2029 (year 5)
Eastern	3.7%	3.9%	3.6%	3.5%	3.4%	3.4%
North West & Central	4.4%	5.1%	4.6%	4.5%	4.5%	4.5%
Southern	3.4%	3.9%	3.9%	3.9%	3.7%	3.7%
Wales & Western	4.9%	4.7%	4.1%	4.0%	3.9%	3.9%
Scotland	2.5%	2.2%	2.3%	2.3%	2.3%	2.3%
England & Wales	3.9%	4.3%	4.0%	3.9%	3.8%	3.8%
Great Britain	3.8%	4.1%	3.8%	3.8%	3.7%	3.7%

Network Rail delay minutes per 1,000 miles train travel

- 3.45 Network Rail delay per 1,000 miles train travel (Network Rail delay) has been mixed in the first year of CP7. Whilst Scotland and two regions in England & Wales (Southern and Wales & Western) have outperformed Network Rail's own targets for year 1 of CP7, Eastern and North West & Central regions ended the year above (worse) than their targets.
- 3.46 Network Rail has included updated forecasts for the last three years of CP7 for regional Network Rail delay. These were produced by each region and consider their performance improvement schemes and risks.
- 3.47 Our assessment of the Network Rail delay forecasts is that they represent 'ambitious yet realistic' targets for all regions except for Eastern. We have made evidence-based adjustments to the forecasts in years 3 and 4 for Eastern consistent with the reasons set out in the Time to 3 section (i.e. due to our different assessment of the evidence relating to the forecast impact of the ECML timetable change). The adjustments made to Eastern region Network Rail delay forecast are shown in Table 3.4.

Table 3.4 Adjustments to the Eastern region Network Rail delay forecast

Eastern region	Network Rail delay (mins / 1000 miles) year 3	Network Rail delay (mins / 1000 miles) year 4	Network Rail delay (mins / 1000 miles) year 5
Network Rail September forecast	36.9	34.5	30.2
ORR adjustment	-3.9	-3.4	0.0
ORR adjusted target	33.0	31.1	30.2

- 3.48 No changes are proposed to the Scotland Network Rail delay targets because Network Rail's forecast remains consistent with its CP7 delivery plan (there was also no change from the May to September submission). Network Rail has assumed no material impact from the ECML timetable change in its Network Rail delay forecast for Scotland.
- 3.49 The final Network Rail delay target is 32.2 for the end of CP7 for Great Britain. The final targets for years 3 to 5 of CP7 for each region are detailed in Table 3.5.

Table 3.5 Network Rail delay minutes per 1,000 miles train travel by region and year

Region	Actual 2023 to 2024 (CP6 exit)	Actual 2024 to 2025 (year 1)	Network Rail forecast 2025 to 2026 (year 2)	Final target 2026 to 2027 (year 3)	Final target 2027 to 2028 (year 4)	Final target 2028 to 2029 (year 5)
Eastern	28.8	28.4	30.2	33.0	31.1	30.2
North West & Central	31.2	32.2	33.3	33.6	33.3	33.3
Southern	40.3	42.1	42.2	41.8	42.1	41.8
Wales & Western	45.1	36.8	35.6	35.0	34.3	33.6
Scotland	21.4	17.7	17.0	16.5	14.8	14.8
England & Wales	34.6	33.9	34.5	35.4	34.6	34.1
Great Britain	33.2	32.3	32.8	33.6	32.7	32.2

Annex A - Description of success and supporting measures

Table A.1 Description of passenger train performance success and supporting measures

Measure	Tier	Description	Monitoring focus
Time to 3	Success	The percentage of recorded station stops arrived at early or less than three minutes after the scheduled arrival time.	Region (England & Wales only), national passenger operator*
Cancellations (by train services)	Success	The percentage of planned passenger trains which either did not run their full planned journey or did not call at all their planned station stops. The measure is a score which weights full cancellations as one and part cancellations as half.	Region, national passenger operator*

Measure	Tier	Description	Monitoring focus
Scotland train performance measure	Success	An adjusted version of the ScotRail Passenger Performance Measure (PPM) where delays caused by the need for speed restrictions during periods of severe weather, or where trains have been delayed in order to permit connections from other late running trains or ferries, have been removed. PPM is the percentage of planned trains arriving at their final scheduled destination early or less than five minutes after their scheduled arrival time having called at all their planned station stops.	ScotRail
Network Rail delay minutes per 1,000 miles train travel	Success	Network Rail attributed delay minutes to in-service passenger trains from incidents occurring in each region per 1,000 train miles.	Region, national passenger operator*
On Time	Supporting	The percentage of recorded station stops arrived at early or less than one minute after the scheduled arrival time.	Region
Time to 3	Supporting	The percentage of recorded station stops arrived at early or less than three minutes after the scheduled arrival time.	Scotland

Measure	Tier	Description	Monitoring focus
Time to 15	Supporting	The percentage of recorded station stops arrived at early or less than 15 minutes after the scheduled arrival time.	Region
Cancellations (by stations)	Supporting	The percentage of station stops cancelled. The measure is a count of cancelled station stops divided by the count of planned stops.	Region
Average Passenger Lateness	Supporting	The average lateness of a passenger as they alight from their train. The measure reflects the impact of train punctuality and cancelled trains on passenger lateness and is weighted by the number of passengers expected to alight at stations.	Great Britain

*We expect Network Rail's System Operator (SO) to include forecasts for national passenger operators in its update to the CP7 delivery plan for the following success measures:

- Cancellations (by train services)
- Time to 3; and
- Network Rail delay minutes per 1,000 miles train travel.

Annex B - Final targets

Time to 3: final targets and PR23 indicative targets

Table B.1 Time to 3 by region and final targets for years 3 to 5 of CP7

Region	Actual 2023 to 2024 (CP6 exit)	Actual 2024 to 2025 (year 1)	Network Rail forecast 2025 to 2026 (year 2)	Final target 2026 to 2027 (year 3)	Final target 2027 to 2028 (year 4)	Final target 2028 to 2029 (year 5)
Eastern	85.7%	85.0%	84.5%	82.8%	83.9%	84.4%
North West & Central	82.7%	82.5%	82.5%	82.4%	82.5%	82.5%
Southern	86.2%	85.2%	85.1%	85.4%	85.1%	85.4%
Wales & Western	76.1%	78.6%	79.1%	79.5%	79.7%	80.0%
England & Wales	84.2%	83.8%	83.7%	83.3%	83.6%	83.9%

Table B.2 Time to 3 by region and PR23 final targets for years 1 to 2 of CP7 and PR23 indicative targets for years 3 to 5 (implied Time to 3 derived from On Time targets)

Region	Actual 2023 to 2024 (CP6 exit)	PR23 final target 2024 to 2025 (year 1)	PR23 final target 2025 to 2026 (year 2)	PR23 indicative target 2026 to 2027 (year 3)	PR23 indicative target 2027 to 2028 (year 4)	PR23 indicative target 2028 to 2029 (year 5)
Eastern	85.7%	86.5%	86.5%	86.5%	86.5%	86.5%
North West & Central	82.7%	82.3%	82.3%	82.5%	82.6%	82.6%
Southern	86.2%	85.8%	85.8%	85.8%	85.8%	85.8%
Wales & Western	76.1%	77.7%	77.7%	78.8%	78.8%	78.8%
England & Wales	84.2%	84.4%	84.4%	84.6%	84.6%	84.6%

Figure B.1 Time to 3 from April 2019 to August 2025 moving annual average (MAA) with final targets for years 3 to 5 of CP7 and PR23 indicative targets (implied Time to 3 derived from On Time targets) – England & Wales

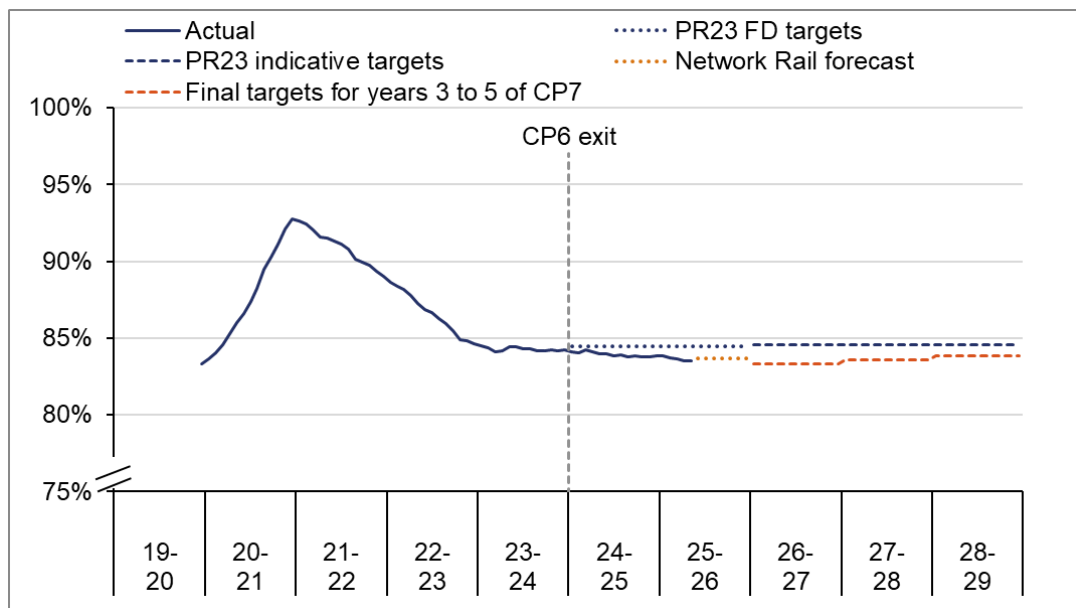


Figure B.2 Time to 3 from April 2019 to August 2025 MAA with final targets for years 3 to 5 of CP7, Network Rail proposed targets and PR23 indicative targets (implied Time to 3 derived from On Time targets) – Eastern

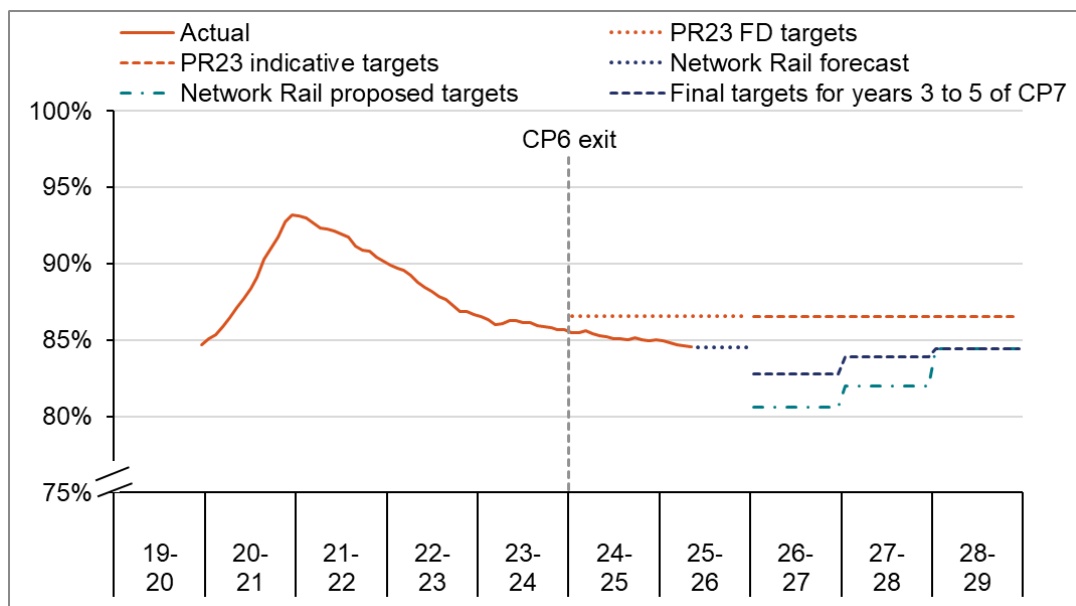


Figure B.3 Time to 3 from April 2019 to August 2025 MAA with final targets for years 3 to 5 of CP7 and PR23 indicative targets (implied Time to 3 derived from On Time targets) – North West & Central

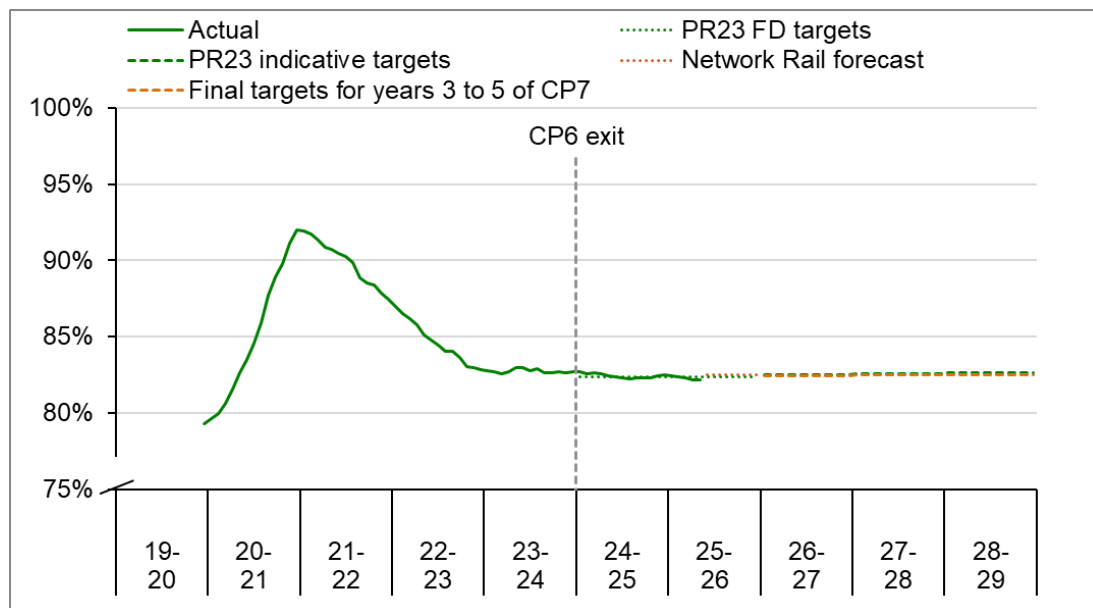


Figure B.4 Time to 3 from April 2019 to August 2025 MAA with final targets for years 3 to 5 of CP7 and PR23 indicative targets (implied Time to 3 derived from On Time targets) – Southern

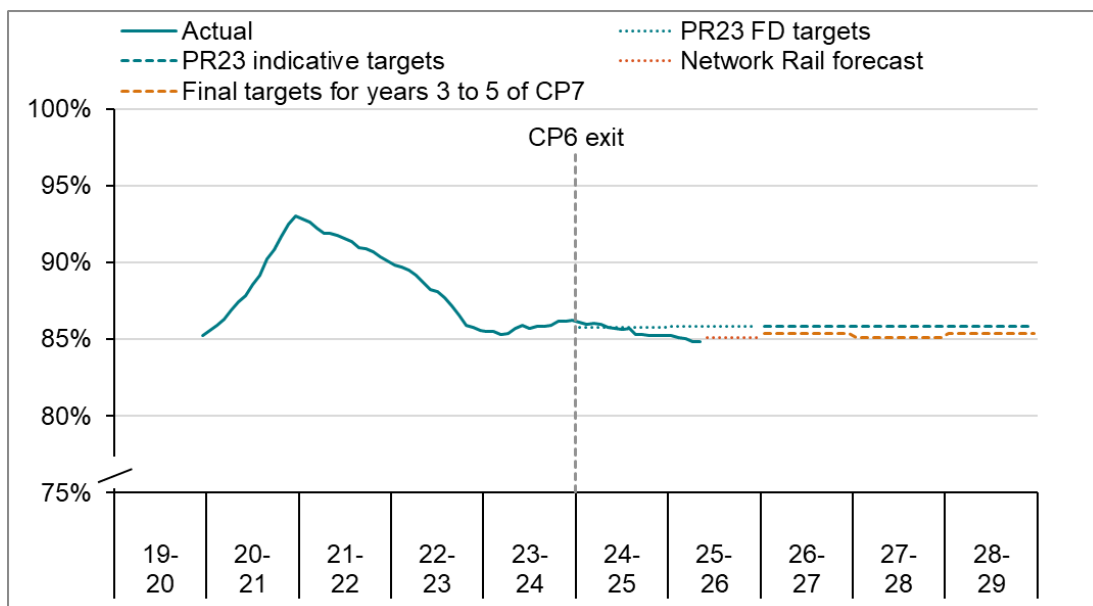
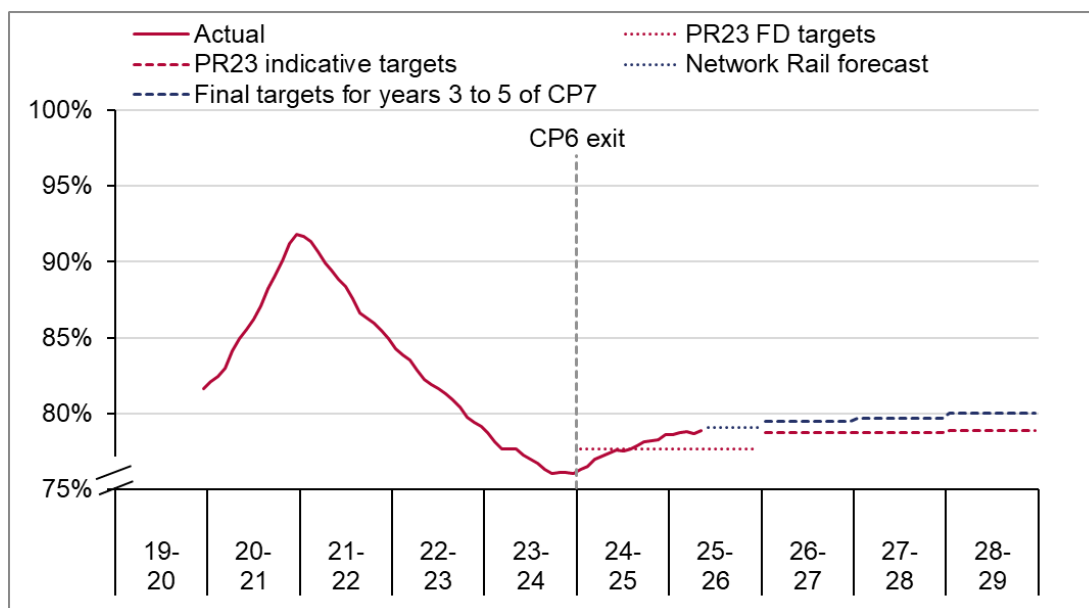


Figure B.5 Time to 3 actuals from April 2019 to August 2025 with final targets for years 3 to 5 of CP7 and PR23 indicative targets (implied Time to 3 derived from On Time targets) – Wales & Western



Cancellations (by train services): final targets and PR23 indicative targets

Table B.3 Cancellations (by train services) by region and final targets for years 3 to 5 of CP7

Region	Actual 2023 to 2024 (CP6 exit)	Actual 2024 to 2025 (year 1)	Network Rail forecast 2025 to 2026 (year 2)	Final target 2026 to 2027 (year 3)	Final target 2027 to 2028 (year 4)	Final target 2028 to 2029 (year 5)
Eastern	3.7%	3.9%	3.6%	3.5%	3.4%	3.4%
North West & Central	4.4%	5.1%	4.6%	4.5%	4.5%	4.5%
Southern	3.4%	3.9%	3.9%	3.9%	3.7%	3.7%
Wales & Western	4.9%	4.7%	4.1%	4.0%	3.9%	3.9%
Scotland	2.5%	2.2%	2.3%	2.3%	2.3%	2.3%
England & Wales	3.9%	4.3%	4.0%	3.9%	3.8%	3.8%

Region	Actual 2023 to 2024 (CP6 exit)	Actual 2024 to 2025 (year 1)	Network Rail forecast 2025 to 2026 (year 2)	Final target 2026 to 2027 (year 3)	Final target 2027 to 2028 (year 4)	Final target 2028 to 2029 (year 5)
Great Britain	3.8%	4.1%	3.8%	3.8%	3.7%	3.7%

Table B.4 Cancellations (by train services) by region and PR23 final targets for years 1 to 2 of CP7 and PR23 indicative targets for years 3 to 5

Region	Actual 2023 to 2024 (CP6 exit)	PR23 final target 2024 to 2025 (year 1)	PR23 final target 2025 to 2026 (year 2)	PR23 indicative target 2026 to 2027 (year 3)	PR23 indicative target 2027 to 2028 (year 4)	PR23 indicative target 2028 to 2029 (year 5)
Eastern	3.7%	3.4%	3.3%	3.1%	2.9%	2.7%
North West & Central	4.4%	3.7%	3.5%	3.3%	3.2%	3.0%
Southern	3.4%	3.5%	3.5%	3.4%	3.2%	3.1%
Wales & Western	4.9%	3.8%	3.8%	3.6%	3.5%	3.3%
Scotland	2.5%	2.3%	2.3%	2.3%	2.3%	2.3%
England & Wales	3.9%	3.6%	3.5%	3.4%	3.3%	3.2%
Great Britain	3.8%	3.4%	3.3%	3.2%	3.2%	3.1%

Figure B.6 Cancellations (by train services) from April 2019 to August 2025 MAA with final targets for years 3 to 5 of CP7 and PR23 indicative targets for years 3 to 5 – Great Britain

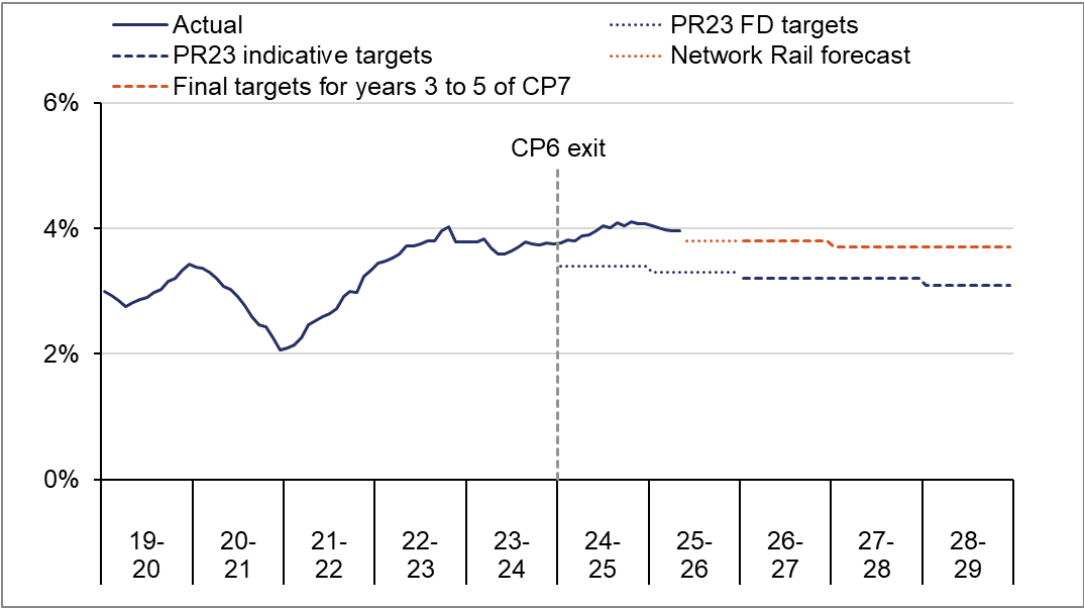


Figure B.7 Cancellations (by train services) from April 2019 to August 2025 MAA with final targets for years 3 to 5 of CP7 and PR23 indicative targets – England & Wales

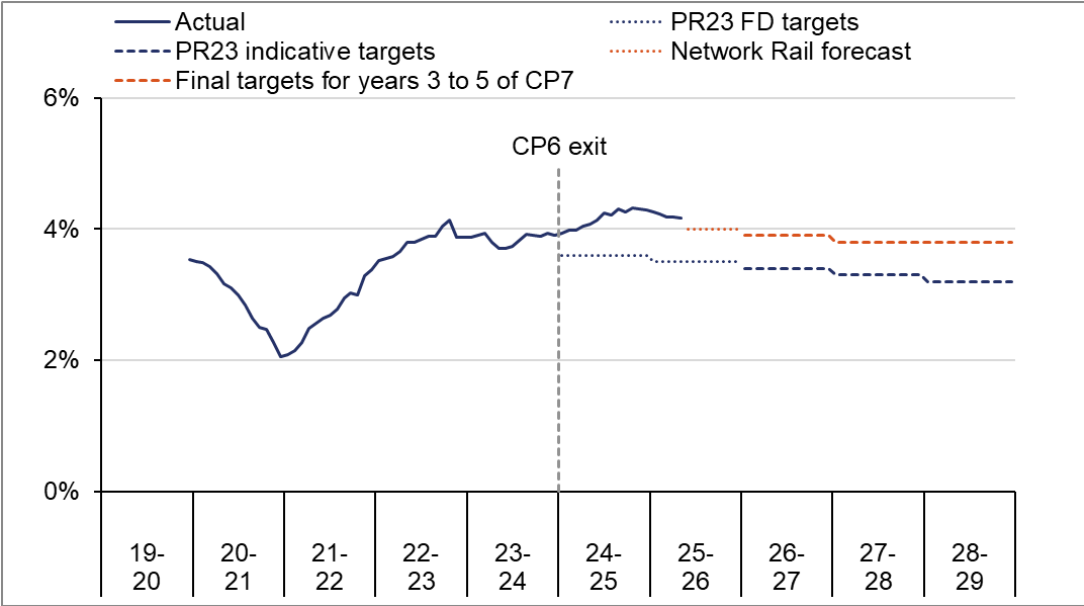


Figure B.8 Cancellations (by train services) from April 2019 to August 2025 MAA with final targets for years 3 to 5 of CP7 and PR23 indicative targets – Scotland

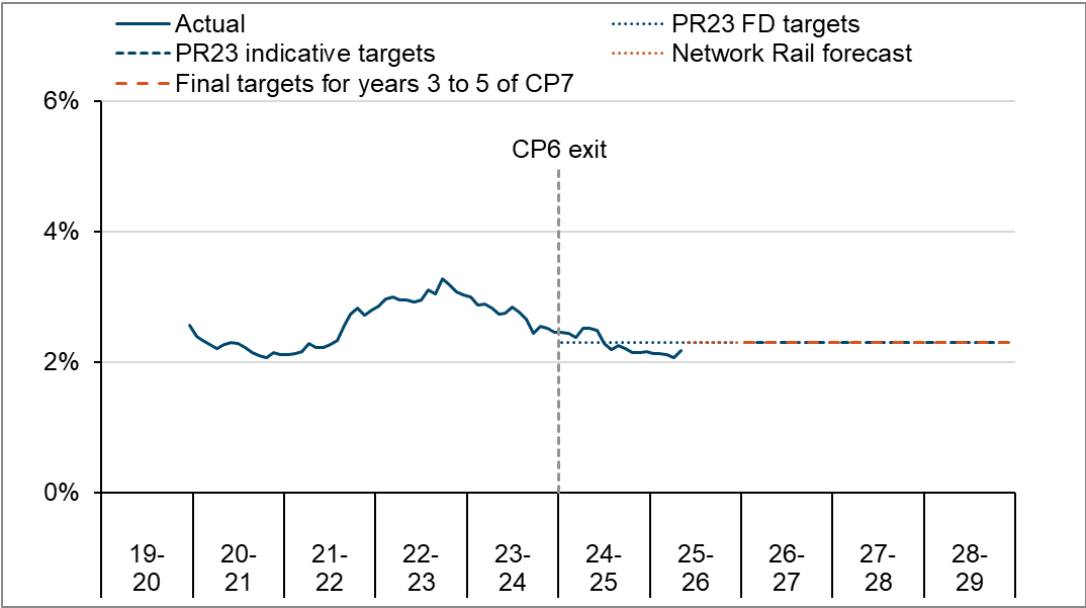


Figure B.9 Cancellations (by train services) from April 2019 to August 2025 MAA with final targets for years 3 to 5 of CP7 and PR23 indicative targets – Eastern

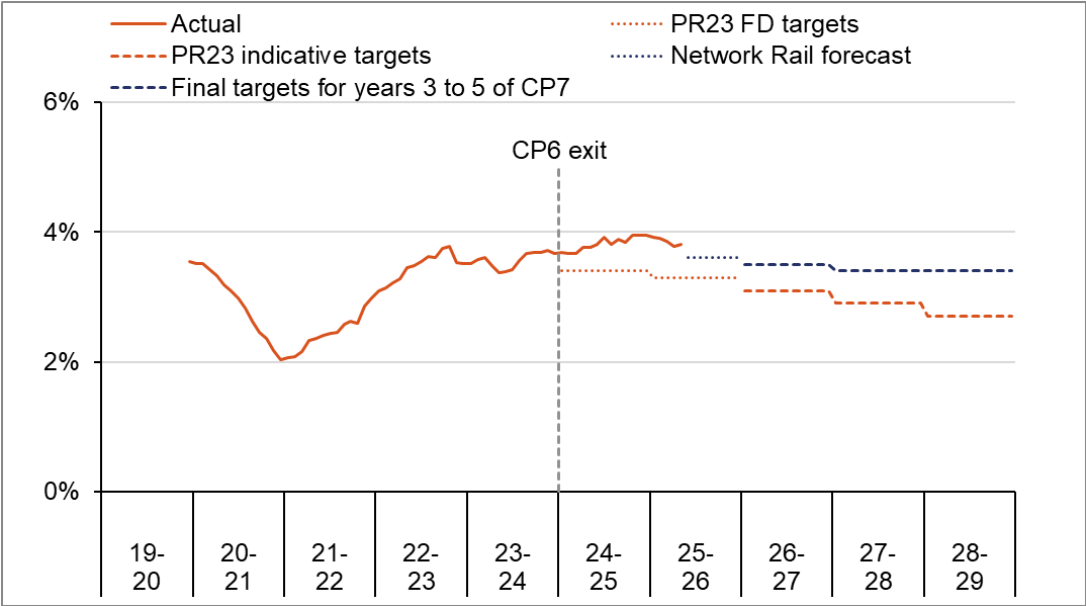


Figure B.10 Cancellations (by train services) from April 2019 to August 2025 MAA with final targets for years 3 to 5 of CP7 and PR23 indicative targets – North West & Central

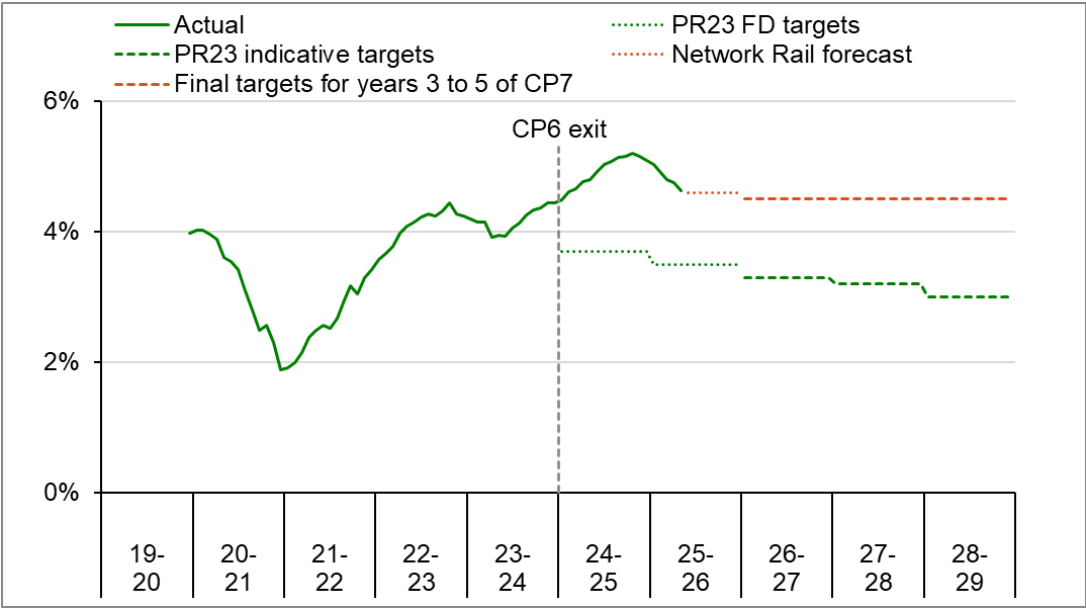


Figure B.11 Cancellations (by train services) from April 2019 to August 2025 MAA with final targets for years 3 to 5 of CP7 and PR23 indicative targets – Southern

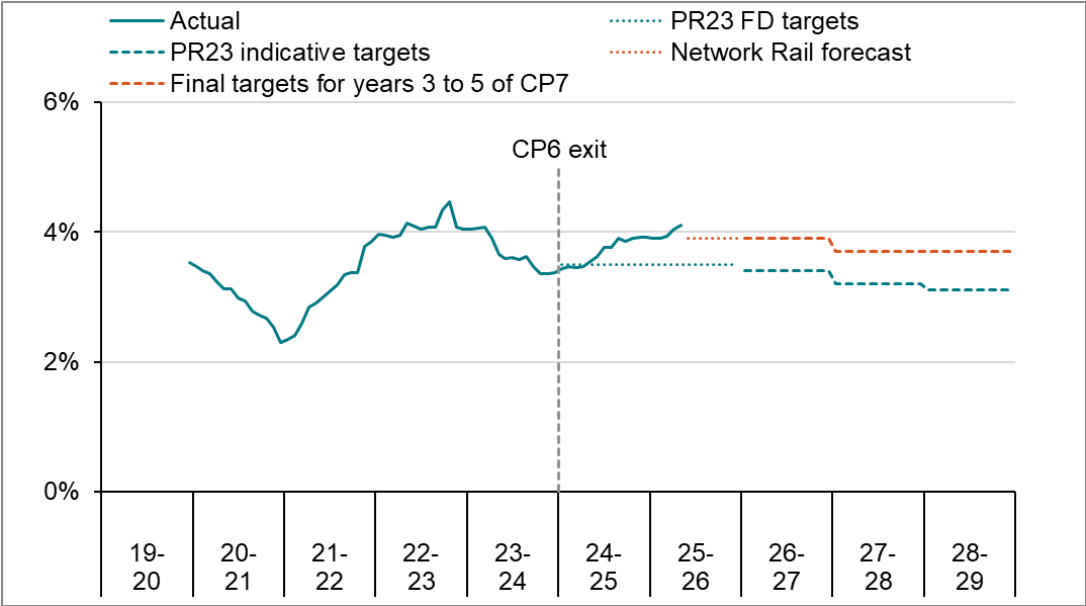
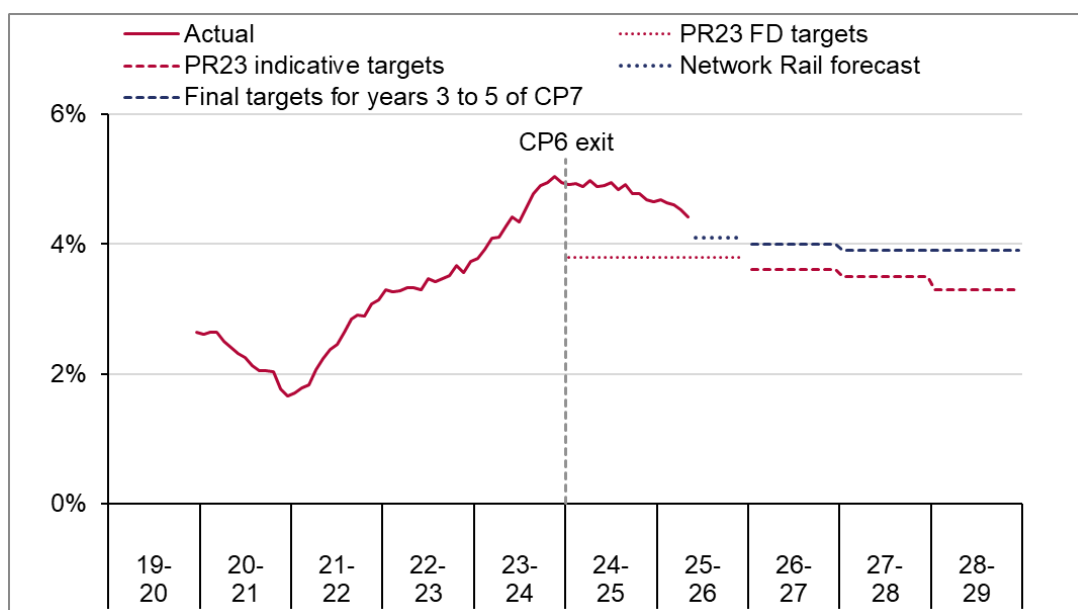


Figure B.12 Cancellations (by train services) from April 2019 to August 2025 MAA with final targets for years 3 to 5 of CP7 and PR23 indicative targets – Wales & Western



Network Rail delay minutes per 1,000 miles train travel: final targets and Network Rail Delivery Plan 2024 targets

Delay minutes per 1,000 miles train travel was a supporting measure in PR23. As such we did not produce targets for this measure in our PR23 final determination. However, Network Rail provided forecasts in the form of ranges for years 3 to 5 of CP7 in its 2024 Delivery Plan, the Network Rail element of which is set out in Table B.6 below.

Table B.5 Network Rail delay minutes per 1,000 miles train travel by region and final targets for years 3 to 5 of CP7

Region	Actual 2023 to 2024 (CP6 exit)	Actual 2024 to 2025 (year 1)	Network Rail forecast 2025 to 2026 (year 2)	Final target 2026 to 2027 (year 3)	Final target 2027 to 2028 (year 4)	Final target 2028 to 2029 (year 5)
Eastern	28.8	28.4	30.2	33.0	31.1	30.2
North West & Central	31.2	32.2	33.3	33.6	33.3	33.3
Southern	40.3	42.1	42.2	41.8	42.1	41.8

Region	Actual 2023 to 2024 (CP6 exit)	Actual 2024 to 2025 (year 1)	Network Rail forecast 2025 to 2026 (year 2)	Final target 2026 to 2027 (year 3)	Final target 2027 to 2028 (year 4)	Final target 2028 to 2029 (year 5)
Wales & Western	45.1	36.8	35.6	35.0	34.3	33.6
Scotland	21.4	17.7	17.0	16.5	14.8	14.8
England & Wales	34.6	33.9	34.5	35.4	34.6	34.1
Great Britain	33.2	32.3	32.8	33.6	32.7	32.2

Table B.6 Network Rail delay minutes per 1,000 miles train travel by region and Network Delivery Plan 2024 targets for years 1 to 2 of CP7 and target ranges for years 3 to 5

Region	Actual 2023 to 2024 (CP6 exit)	Network Rail Delivery Plan 2024 target 2024 to 2025 (year 1)	Network Rail Delivery Plan 2024 target 2025 to 2026 (year 2)	Network Rail Delivery Plan 2024 target 2026 to 2027 (year 3)	Network Rail Delivery Plan 2024 target 2027 to 2028 (year 4)	Network Rail Delivery Plan 2024 target 2028 to 2029 (year 5)
Eastern	28.8	25.1	25.1	24.2 to 26.9	24.2 to 27.0	24.3 to 27.1
North West & Central	31.2	31.4	31.4	29.1 to 33.3	29.0 to 33.1	28.7 to 33.0
Southern	40.3	42.2	41.9	41.0 to 46.2	40.8 to 46.2	40.8 to 46.6
Wales & Western	45.1	39.5	39.2	38.6 to 40.1	38.8 to 40.3	38.8 to 40.3
Scotland	21.4	18.0	17.0	16.5	14.8	14.8
England & Wales	34.6	34.1	34.1	33.8 to 36.0	33.2 to 36.0	33.4 to 36.1
Great Britain	33.2	32.8	32.8	31.7 to 34.3	31.7 to 34.3	31.8 to 34.4

Figure B.13 Network Rail delay minutes per 1,000 miles train travel from April 2019 to August 2025 MAA with final targets for years 3 to 5 of CP7 and Network Rail Delivery Plan 2024 targets – Great Britain

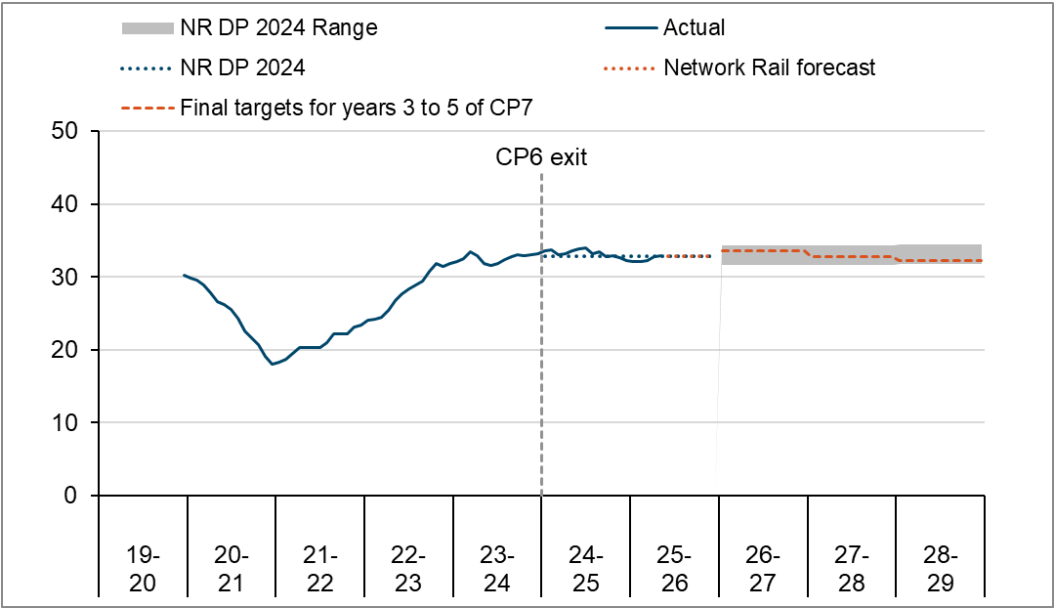


Figure B.14 Network Rail delay minutes per 1,000 miles train travel from April 2019 to August 2025 MAA with final targets for years 3 to 5 of CP7 and Network Rail Delivery Plan 2024 targets – England & Wales

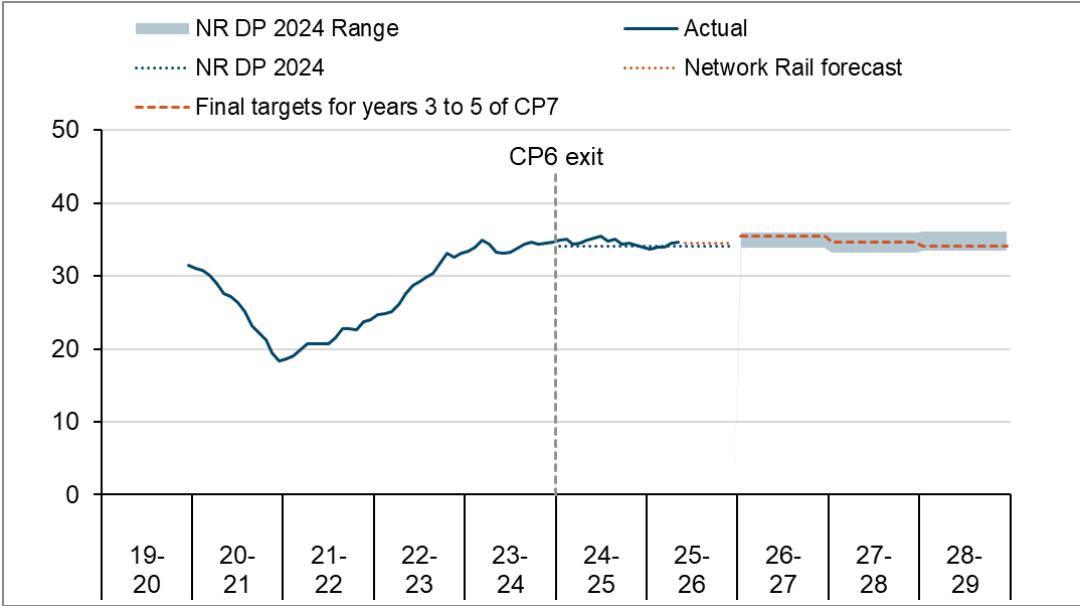


Figure B.15 Network Rail delay minutes per 1,000 miles train travel from April 2019 to August 2025 MAA with final targets for years 3 to 5 of CP7 and Network Rail Delivery Plan 2024 targets – Scotland

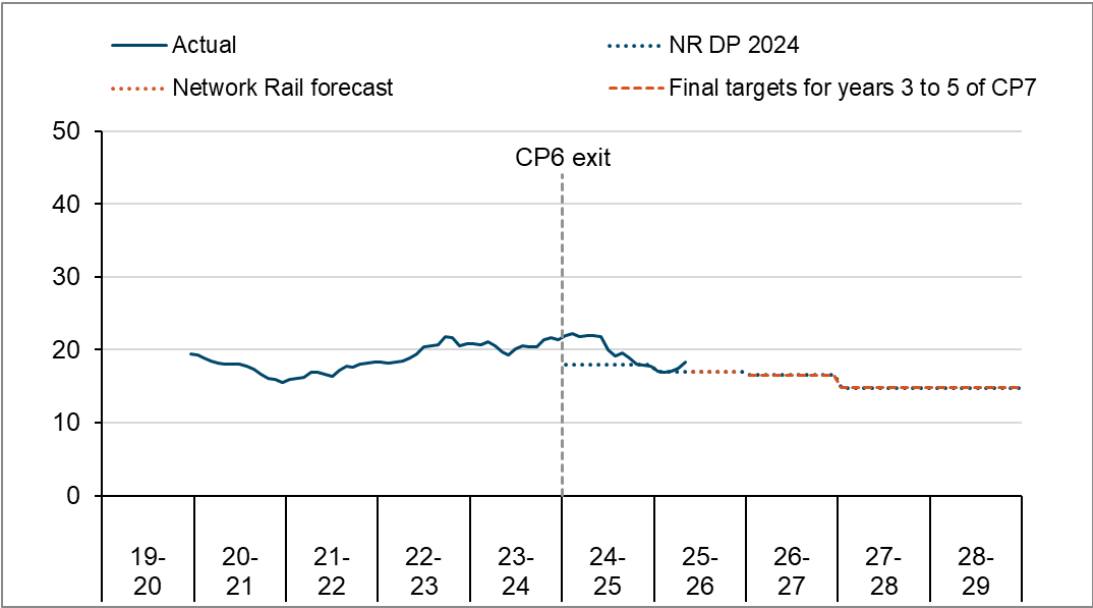


Figure B.16 Network Rail delay minutes per 1,000 miles train travel from April 2019 to August 2025 MAA with final targets for years 3 to 5 of CP7 and Network Rail Delivery Plan 2024 targets – Eastern

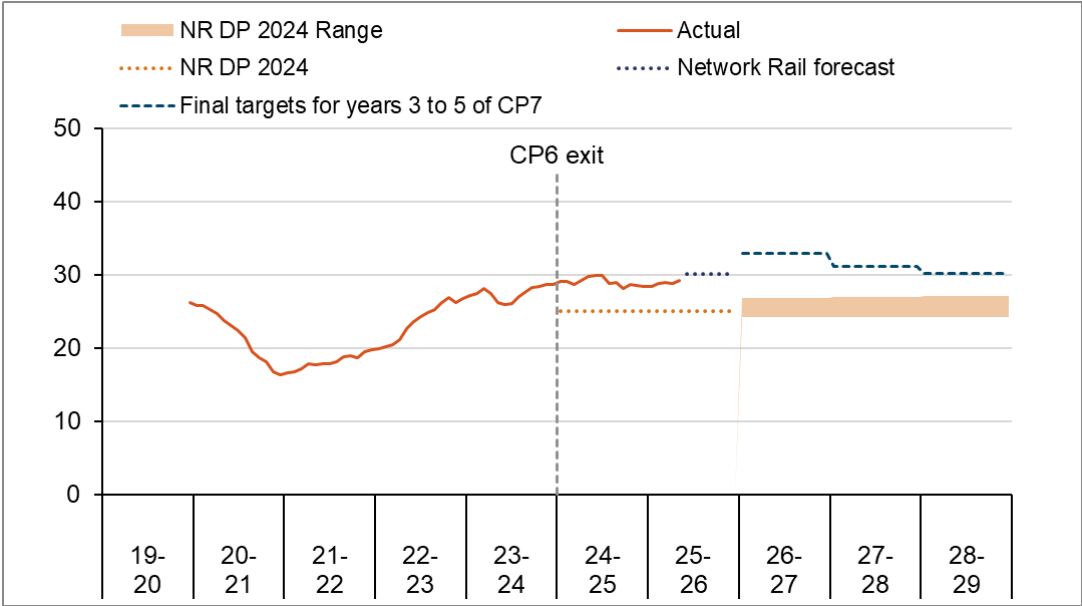


Figure B.17 Network Rail delay minutes per 1,000 miles train travel from April 2019 to August 2025 MAA with final targets for years 3 to 5 of CP7 and Network Rail Delivery Plan 2024 targets – North West & Central

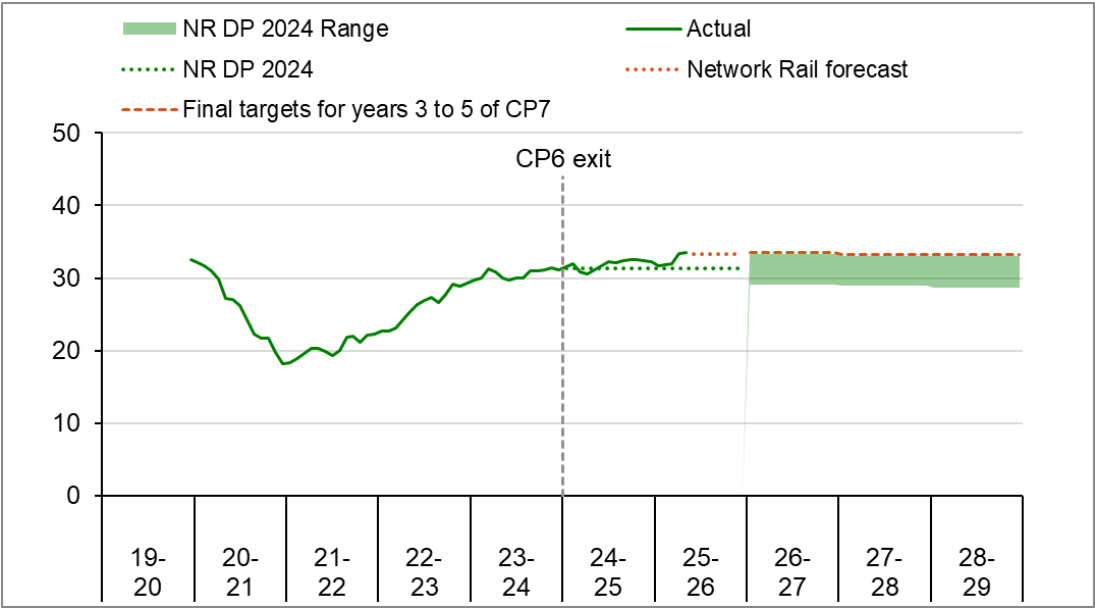


Figure B.18 Network Rail delay minutes per 1,000 miles train travel from April 2019 to August 2025 MAA with final targets for years 3 to 5 of CP7 and Network Rail Delivery Plan 2024 targets – Southern

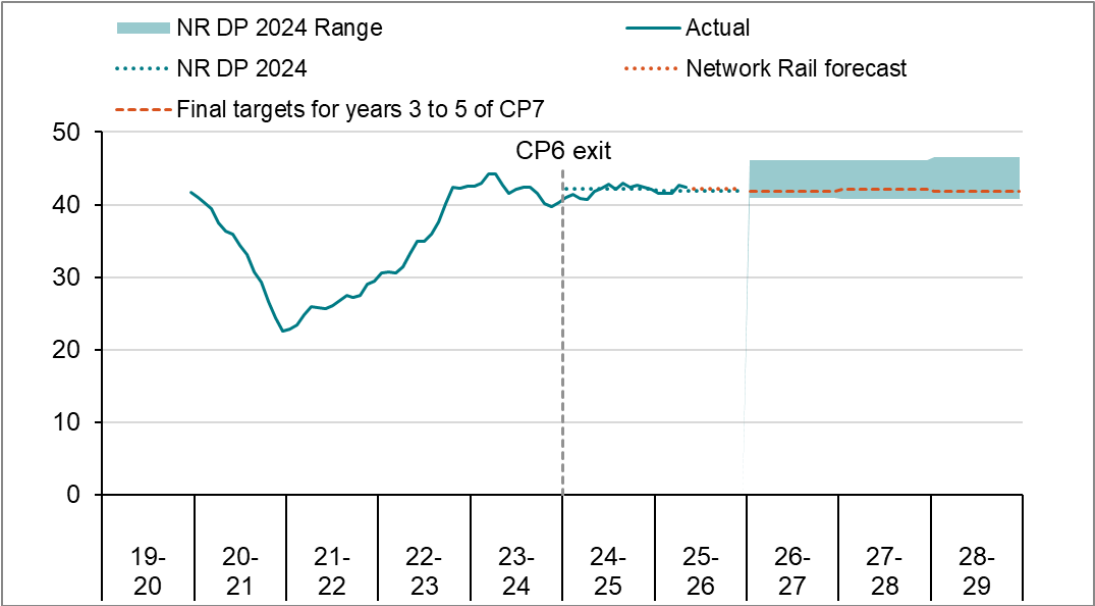
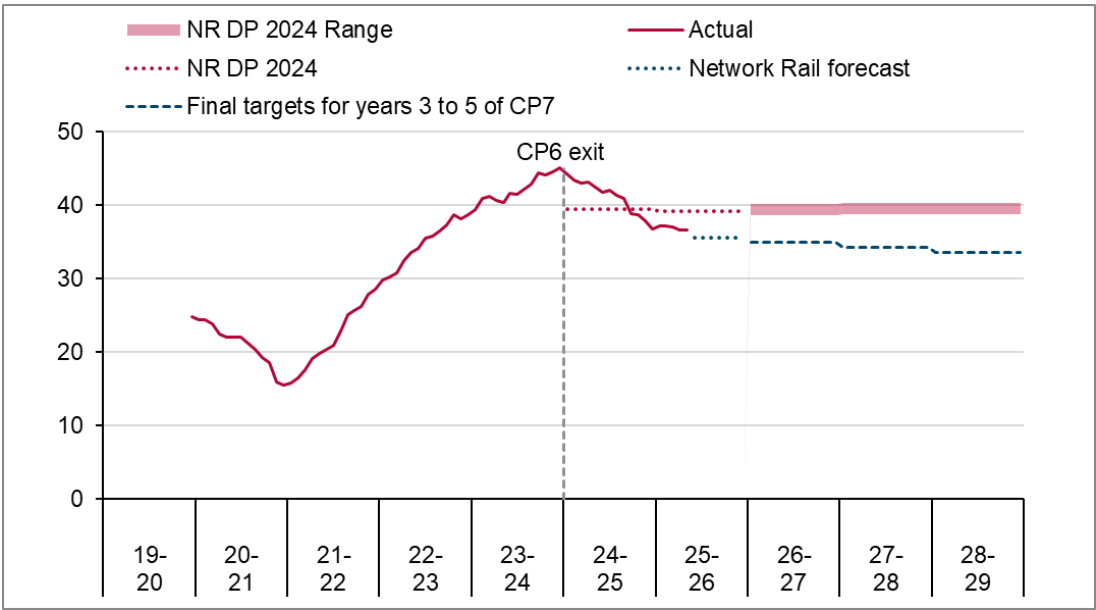


Figure B.19 Network Rail delay minutes per 1,000 miles train travel from April 2019 to August 2025 MAA with final targets for years 3 to 5 of CP7 and Network Rail Delivery Plan 2024 targets – Wales & Western



Annex C - Conversion from On Time to Time to 3

As part of resetting performance targets, we needed to convert On Time Moving Annual Average (MAA) to Time to 3 MAA. This enabled us to convert the PR23 On Time MAA indicative targets for Years 3 to 5 of CP7 to Time to 3 MAA values.

Approach

Historic data was used to calculate On Time MAA and Time to 3 MAA for all Network Rail regions, England & Wales and Great Britain. For each region, On Time MAA and Time to 3 MAA were plotted and the goodness of the fit (measured by R^2) for each regression model was noted. This was completed for datasets including and excluding data from April 2020 to March 2021 (because it was the first year of the pandemic when rail services were most disrupted). Overall, the logarithmic regression model fit best for most regions. Datasets excluding data from April 2020 to March 2021 were determined as having the best correlation overall.

Using the information from this assessment of regression models, we used the logarithmic regression model on the datasets excluding data from April 2020 to March 2021 to formulate the relationships between Time to 3 MAA and On Time MAA. This was applied across all regions and the function coefficients were calculated for each Network Rail region, England & Wales and Great Britain.

Formula

$$y = a * \ln(x) + b,$$

where:

y = Time to 3 MAA value, x = On Time MAA value

a and b are the parameters of the function found by the least squares method,

ln is the natural logarithm function

Caveat

On Time and Time to 3 data by region is only available from year 1 of CP6, and the amount of historic data available limits the number of data points used in the regression analysis.

Annex D - East Coast Main Line (ECML) industry roundtable meeting

On 10 November 2025, ORR convened an industry roundtable in advance of making final decisions on targets for the control period 7 (CP7) passenger train performance reset. The purpose was to better understand the differing stakeholder views on Network Rail's Eastern region forecasts, particularly focusing on the December 2025 East Coast Main Line (ECML) timetable change. A summary of the meeting is provided below.

Attendees: ORR (chair), Network Rail, First Group, Govia Thameslink Railway, Grand Central, Hull Trains, London North Eastern Railway (LNER), Northern and TransPennine Express

Item 1 WELCOME

1. The Chair welcomed all the participants and thanked them for their timely submissions in advance of the roundtable.
2. He explained that the CP7 performance reset was being undertaken by exception (in the context of a five-year periodic review settlement), driven by the misaligned business planning arrangements of Network Rail and train operators. As the reset was intended as a one-off exercise, there was a strong desire to make the best decisions possible.

Item 2 BACKGROUND & CONTEXT

3. The Chair set out that ORR had convened the roundtable because there had been significantly differing views submitted in response to Network Rail's forecasts on the Eastern region/ECML timetable change. It was outlined that the roundtable was as an effort to better understand and narrow down the points of disagreement. This would support ORR making the most evidence-based decisions possible in setting 'ambitious yet realistic' performance targets.

Item 3 DECEMBER 2025 ECML TIMETABLE CHANGE

- *Long-term performance impact*
- *Bathtub curve*

4. ORR introduced the item, setting out the key components that make up Network Rail's Eastern forecast: worsened year 2 performance outturn driven by poorer observed punctuality/delay during the first half of the year; the ECML timetable change; and the East Coast Digital Programme (ECDP).

5. Network Rail set out the scale and complexity of the ECML timetable change that, while ultimately driving more revenue and benefits for passengers, would have unavoidable performance impacts. Network Rail believes the modelling it has done is robust and the forecasts 'ambitious yet realistic' in light of the evidence.

6. In terms of the **long-term performance impact** of the timetable change, ORR set out that the 1.5 percentage point (pp) reduction in On Time-to-3 punctuality performance in Network Rail's forecast was derived from industry's RailSys modelling, incorporating other considerations such as the effect on reactionary delay from having more trains operating.

7. Network Rail described that, contrary to some statements, the timetable had been modelled south of Stevenage in an earlier phase (by the Event Steering Group) and that the industry ECML Task Force decided to focus its own modelling in late 2024 further North due to the balance of risk. It highlighted that alternative RailSys modelling, reflecting different days/times, would not necessarily provide better performance outcomes and that an argument could be made that the current modelling was underestimating risks. Network Rail described that timetable development since the RailSys modelling had not changed the overall forecast picture, because the core specification of the timetable remained as did key risks from dwell times and congestion at key points on the network.

8. Hull Trains queried why further modelling had not been carried out since November 2024. Network Rail set out that a trade-off had to be made by the industry ECML Task Force, with a judgement that the best use of industry resources would be to focus on the development of the timetable with industry stakeholders and not running further updates of large models.

9. Grand Central highlighted that the forecast suggested Network Rail delay would increase by 40% during the first year of the timetable, with corresponding impacts on demand growth. The targets reset and related Schedule 8 recalibration will have a further effect on the business.

10. LNER and Northern both highlighted the challenges in accurately forecasting performance and that all parties needed to do as best they could given these

constraints. The importance of monitoring and addressing the observed impacts of the timetable change was also stressed by Northern.

11. On the **bathtub curve**, ORR outlined that, added to the 1.5pp long-term reduction, Network Rail forecasts a further 3.2pp reduction in On Time-to-3 in CP7 year 3 (a total effect of -4.7pp) and a 1.9pp reduction in year 4 (total effect of -3.4pp). There would be no additional impact in year 5.

12. Network Rail set out the unique nature of this timetable change and related challenges. It set out that its analysis of previous timetable changes showed a major bathtub impact is likely with long lead times for delivering significant performance improvement.

13. Hull Trains raised concerns around both the depth and duration of the bathtub curve, particularly around customer impact.

14. Network Rail stressed it would closely monitor the impact of the timetable change and for evidence of out/under performance compared to its forecasts.

15. Network Rail indicated that it may propose future adjustments to regulatory targets to the ORR, in order to align with the actual performance impact of the timetable change, should the outcome vary materially from established targets. Network Rail envisaged that this proposal would be submitted to ORR under the CP7 managing change policy, and it stated that it is engaging with operators to discuss arrangements to manage the commercial risk from the timetable change.

16. ORR reiterated that the CP7 performance reset was intended to be a single mid-control period change, along with the recalibration of Schedule 8 that followed from this. This would be reflected in contracts approved by ORR.

17. If in the meantime Network Rail was to agree separate financial arrangements with train operators for performance payments these would be a matter for the parties involved.

Item 4 **EAST COAST DIGITAL PROGRAMME (ECDP)**

18. ORR set out the overlay that had been applied by Network Rail for the ECDP.

19. Hull Trains highlighted that whilst Network Rail has an overlay in the forecast there is not one for operators. More events may be attributed to on-train equipment following the installation of digital signalling (as signalling equipment is increasingly installed on trains as well as, then instead of, lineside).

Item 5 **NEXT STEPS**

20. The Chair outlined that final targets (for Eastern and nationally) would be published in mid-December, after the ORR Board had the opportunity to consider the evidence at its November meeting. The recalibration of Schedule 8 would continue after this through the recalibration working group at which each participant (and others) are represented.



© Crown copyright 2025

This publication is licensed under the terms of the Open Government Licence v3.0 except where otherwise stated. To view this licence, visit nationalarchives.gov.uk/doc/open-government-licence/version/3

Where we have identified any third party copyright information you will need to obtain permission from the copyright holders concerned.

This publication is available at orr.gov.uk

Any enquiries regarding this publication should be sent to us at orr.gov.uk/contact-us

